



RESEARCH REPORT

Catalog number	99011
Date:	September 30, 1999
Subject:	Pretrial Services Staffing
To:	David Smith, County Administrative Officer
From:	Sandi Wilson, Deputy County Administrator Chris Bradley, Budget Manager
Prepared By:	Suzanne R. Ashmore, Budget Analyst

I. Issue:

To provide a cost and benefit assessment of the phase two staffing request for FY 1999-00, based on an evaluation of the impact of the phase one staffing which was added to the Pretrial Services Agency in FY 1998-99.

II. Background:

A. Citizens Advisory Committee on Jail Planning, Final Report

In November 1997, recommendations were made to change the Pretrial Services agency by expanding the process for defendant release and monitoring so that jail space could be economized. Heavy emphasis was placed on the outcome of Jail Day Savings, which was forecast to be approximately 7.9 million dollars based on a jail per diem of \$40 and an average of 670 ADDITIONAL inmates supervised by Pretrial Services.

Projected costs for Pretrial Services expansion were \$2.68 million including \$773,400 for Electronic Monitoring. The increase in savings and number of inmates supervised was to increase over 15 years in three, five-year phases. Included in the recommendations for Pretrial Services were the following:

1. Increased Staffing: 32 positions be added to current staff of 37.

The report stated that these new positions would accommodate a total caseload of 1200 based on an eventual increase 670 from the estimated current number of 530.

2. Electronic Monitoring Implementation: 150 units.

The initial recommendation was for 50 units to be expanded to 150 units by 2012.

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	2

Note: This called for six (6) additional Pretrial Services officers in the defendant monitoring unit: 1 PSO to 25 defendants on electronic monitoring devices--causing total a staff increase of 38 by 2012.

3. Bail Matrix Revalidation

The third recommendation was to fund a study to re-validate the bail matrix. It was believed that if the system were revalidated, then judges would have more confidence in its reliability to be used as a decision-making tool.

B. Pretrial Services Response to Recommendations

In spring 1998, Pretrial Services presented a four-year plan (in phases) to implement recommendations of the Citizens Jail Committee and was allocated \$938,378 in FY1999 toward implementation of its Phase I.

In spring 1999, Pretrial Services presented a budget issue request for FY 2000 for an additional \$905,097 of which \$293,434 was granted with \$10,000 of that being one-time only for three laptop computers.

In two years, nearly half (\$1,221,812) of the recommended 15-year budget (\$2.68 million) and of the staffing increases (14 of 38) have been allocated to Pretrial Services.

Electronic Monitoring: Two-thirds (100/150) of the recommended number of electronic monitoring units have been purchased, corresponding PSOs have been hired, and the necessary supervisory and technical staff are in place. Of the 100 units in place, seven are in use.

Bail Matrix Revalidation: The primary objective of the revalidation is to reduce jail capital and operating costs and ensure that offenders receive proper supervision. A new bail matrix has been developed by a consultant, but it is not yet implemented; therefore, no performance indicators are available to use as a basis for making recommendations.

III. Discussion

The outcome of this discussion is to have a basis on which to formulate recommendations. Analyses include increases in budget and staff as they relate to caseload/workload ratios and Pretrial Services processing in the jail unit.

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	3

INPUT

A comparison using the 15-year projections from the Citizens Jail Committee report for budget and staff with Pretrial Services actual budget and staff since beginning implementation of the recommendation follows.

Pretrial Services Expansion FY 99 and 00 (Comparing 15-Year and Current Phasing)

Year	2,683,400/15	Actual	Budget	Staff	Actual	Staff
	Budget Increase Over 15 Years		Increase Over 4 Years	Over 15 Yrs.		Over 4 Yrs.
FY 1997	929,371	929,371	929,371	N/A	N/A	N/A
FY 1998	1,108,264	1,190,713	1,600,221	37	37	37
FY 1999	1,287,158	1,723,904	2,271,071	40	47	47
FY 2000	1,466,051	2,190,986	2,941,921	42	51*	56
FY 2001	1,644,944		3,612,771	45		66
FY 2002	1,823,838		3,612,771	48		75
FY 2003	2,002,731		3,612,771	51		
FY 2004	2,181,624		3,612,771	53		
FY 2005	2,360,518		3,612,771	56		
FY 2006	2,539,411		3,612,771	59		
FY 2007	2,718,304		3,612,771	61		
FY 2008	2,897,198		3,612,771	64		
FY 2009	3,076,091		3,612,771	67		
FY 2010	3,254,984		3,612,771	70		
FY 2011	3,433,878		3,612,771	72		
FY 2012	3,612,771		3,612,771	75		
*Would be 61 if entire request was funded.						
Progress if 15-year scheduled were followed.						

The current staffing and budget levels would be at the anticipated levels for FY 2003 and 2004 if a 15-year plan were being followed.

- 1) 46.6% of the 15-Year recommended budget increase has been allocated by the 2nd of 15 years.

Starting Budget:	\$ 929,317
Recommended 15-Year Increase	<u>2,683,400</u>
FY 2012 Starting Budget:	\$ 3,612,717

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	4

FY 2000 Budget	\$ 2,190,986
Less Starting Budget	(929,317)
Increase:	\$ 1,251,669

Percent: $1,251,669 \div 2,683,400 = \underline{46.6\%}$

- 2) 42% of 15-Year recommended staff increase has occurred by the 2nd of 15 years.

Starting Staff:	37
Recommended 15-Year Increase	<u>38*</u>
Projected FY 2012 Staff:	75
*32 + 6 Electronic Monitoring	
 FY 2000 Staffing Level	51
Plus two IA Recommended	<u>2</u>
Total Current Pretrial Staff	53
Less Starting Staff	(37)
Increase to date:	16

Percent: $16 \div 38 = \underline{42\%}$

A request for 10 additional positions for FY 2000 is outstanding, pending recommendations based on findings in this report. If funded, then nearly two-thirds of the new positions for the 15-year period will have been acquired in just over two years.

- 3) 75% of the Electronic Monitoring Unit Devices have been acquired and 100% of the support staff have been hired.

15-Year Recommended Acquisition of Units:	150
Less Units Acquired July 1999:	(100)
	50
Officers Hired for Electronic Monitoring:	4 (25 monitors each)
Technology Position:	1

Of the 100 monitors available, seven were in use as of September 10, 1999. It is anticipated that all will be in use this fall following a presentation to the Criminal Bench on September 15, 1999.

It should be noted here that the original cost estimate of \$6.00 per day per unit has been reduced to \$4.29 per day per unit. Thus resulting in a \$93,623 savings.)

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	5

OUTPUT

The expected workload expansion was an average daily caseload increase of 670 cases supervised over fifteen years. At the time the report was written, the original projection for the baseline was based on 530; however, the actual baseline average came in at 482.

Caseload Analysis and Fifteen-Year Annualized

670/15 = 44			
Year	15-Yr. Caseload	Actual Caseload	4-Year Caseload
FY 1997	482	482	482
FY 1998	527	499	650
FY 1999	571	540	817
FY 2000	616		985
FY 2001	661		1152
FY 2002	705		
FY 2003	750		
FY 2004	795		
FY 2005	839		
FY 2006	884		
FY 2007	929		
FY 2008	973		
FY 2009	1018		
FY 2010	1063		
FY 2011	1107		
FY 2012	1152		

Projected:

Starting Caseload	482
Recommended 15-Year Increase:	<u>670</u>
FY 2012 Starting Caseload:	1,152

Actual:

FY 1999 Caseload	540
Less Starting Caseload	<u>482</u>
Increase:	58

Percent: $58 \div 670 = 8\%$

The caseload increase of 8% is not proportional to the budget and staffing increases of 46.6% and 42% respectively. Averaging the latter two percentages, the corresponding caseload would be:

44.3% of 670

297

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	6

Plus Starting Caseload 482
Corresponding Caseload: 779

The shortfall of increasing caseload would be approximately 239 (779 less FY 1999 caseload of 540) if it were proportional to the average budget and staffing increase. Annualized over 15 years, the shortfall would be only 31 (see chart above—571 less 540).

To illustrate this point further, the corresponding staff to case load ratio for defendant monitoring beginning with FY 1997 shows a decrease in workload per person.

Average Daily Caseload Defendant Monitoring				
	Baseline FY 1997	FY 1998	FY 1999	FY 2000
General	315	341	383	414 Avg. Increase 8%
Intensive	167	158	157	161 Three-Year Avg.
Total	482	499	540	574
Work Load	8 PSOs 60:1	8 PSOs 62:1	12 PSOs 45:1	4 PSOs 25:1 9 PSOs 52.6:1 Intensive on EM General and 61 Remaining
Three-Year Increase in Case Load:		92		
% Increase in caseload:		19.1%		
Increase in PSO Staff:		63%		
Increase/(Decrease) in Efficiency		(66.6)	9 PSOs can supervise up to 60.	

Using 60 to 1 as a benchmark, the numbers indicate potential for 80 additional defendants to be monitored or for using PSOs in another way (60 less 52, times 9). There is an argument that expansion of budget and personnel could be slowed down until caseload increase catches up.

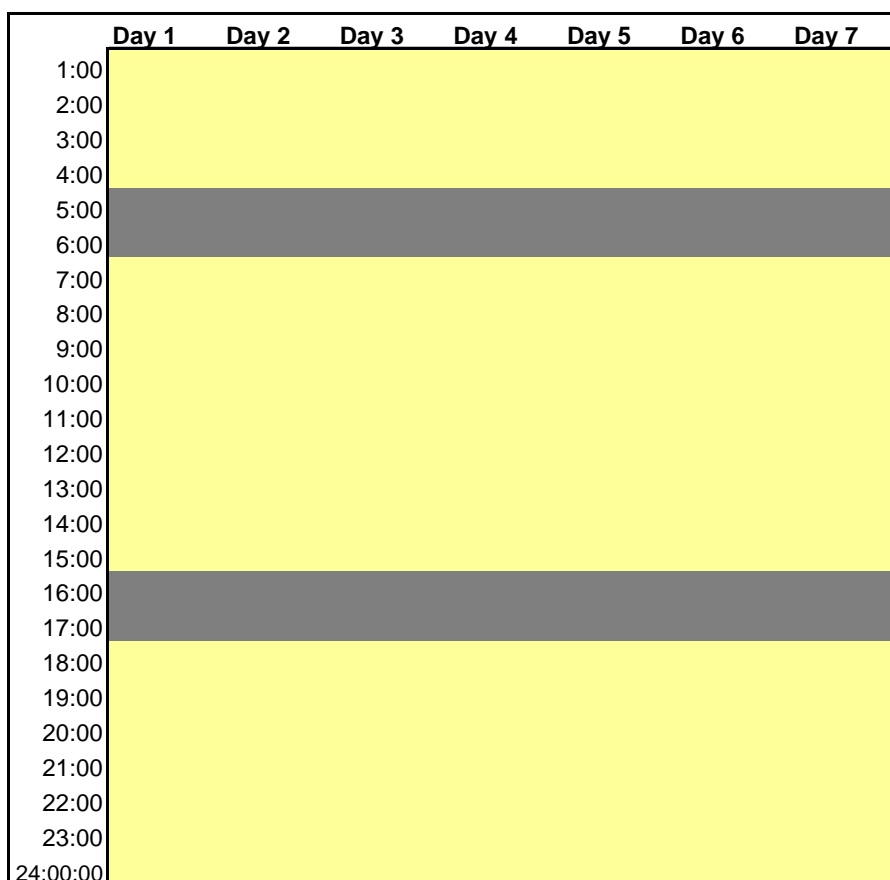
Jail Unit and IA Court Expansion

The Superior Court of Arizona in Maricopa County plans to implement a continuous (24-hour) court. This was originally anticipated to be implemented by October 1999; however, current plans are for start up in late November or early December 1999. Two additional Pretrial Services officers were funded at the beginning of FY 2000 to support this activity. Pretrial Services is now requesting an additional three officers for this activity, stating that they anticipated receiving the three officers with the Pretrial Services expansion issue when the two additional officers for IA were requested. The IA Court operates 20 hours a day, seven days a week with 13 Pretrial Services officers and two supervisors. Pretrial Services has requested five officers to supplement the additional 4 hours a day, seven week. The shifts would be re-worked from two shifts to three.

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	7

The chart on the following page illustrates the additional hours covered with the 24-hour continuous court. The increased coverage is 28 hours more than is being covered today. Current coverage is 148 hours. The actual increase in time covered overall is 19%. A 19% increase in the current staff of 13 would be 2.5 FTE. As stated above, the jail unit received two FTE for this purpose and are now operating with 15 FTE. It should be noted that the baseline is 12 Pretrial Services officers.

Jail Unit Expansion



140 hrs. Current = 13 PSOs and 2 Supervisors

28 hrs. Requested = Additional 5 PSOs; Commenced FY 2000 with two of the five.

NOTE: 24-hour IA court has implementation date of 12/1/99

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	8

A summary of the corresponding workload follows:

Workload Analysis for Jail Unit

	Initial Appearances	Percent Increase	PSA Interviewed	Percent Interviewed	Workload Per Person	PSOs
FY 1997	58,821	-	46,428	79%	3,869	12
FY 1998	66,867	12%	50,186	75%	4,182	12
FY 1999	64,964	-3%	45,166	70%	3,474	13
Three-Year Average						
FY 2000	63,551		47,260	74%	3,151	15

The increase to 15 PSOs indicates a 15% change over the 13 PSOs in FY 1999. If the caseload were escalated accordingly, then it would look like this:

	Initial Appearances	Percent Increase	PSA Interviewed	Percent Interviewed	Workload Per Person	PSOs
FY 2000	73,083	15%	54,349	74%	3,623	15

A more sound approach would be to escalate the initial appearances by 7% (realistic) and use 20% as the escalation for the PSA interviews since only 12 officers were used in the most productive year of interviews.

	Initial Appearances	Percent Increase	PSA Interviewed	Percent Interviewed	Workload Per Person	PSOs
FY 2000	67,448		60,223		4,015	15

A request is pending to add yet another three officers to this activity. The scenario applying the requested number and escalating the number of interviews conducted and workload accordingly would be as follows:

	Initial Appearances	Percent Increase	PSA Interviewed	Percent Interviewed	Workload Per Person	PSOs
FY 2000	67,448		70,461	104%	3,915	18

The analysis indicates that 18 may be too many. In order to show relative increased productivity, 3,013 additional initial appearances would have to occur.

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	9

The case for remaining at 15 looks strong—with 2,484 more IAs than FY 1999 and 581 more than the FY 1998 high; the capacity to conduct 15,057 more interviews; and a workload per person of 167 less than FY 1998.

Jail Day Savings

The Citizens Jail Committee Report projected an increase in jail days savings of \$7.9 million dollars with implementation of their recommendations and an increase in processing of 670 additional inmates. Annualized, the number of inmates would increase at a rate of 44 additional inmates over 15 years.

Jail Day Savings have increased at levels that fall below projections from the original Citizens report. Further, the jail housing rate of \$40 per day has decreased to \$34.89 for FY 2000.

Jail Days Saved (Actual and Projected*)

	Actual FY 1998	FY 1999 15-Year Annualized	Actual FY 1999	Increase (Shortfall)	FY 2000 15-Year Annualized
Jail Days Saved					
DMU	182,201	198,261	197,112	(1,149)	214,321
JU	27,146	27,146	23,533	(3,613)	27,146
FTAU	12,420	12,420	5,400	(7,020)	12,420
Total	221,767	237,827	226,045	(11,782)	253,887
 Jail Day Savings					
	\$ 7,737,451	\$ 8,297,784	\$ 7,886,710	\$ (411,074)	\$ 8,858,117
Jail Days saved times \$34.89/day					
 NOTES: 670/15 = 44 x 365 = 16,060 for annual jail days saved increase					
16,060 x \$34.89 = \$560,333 for annual savings increase					
* 16,060 x 2 + FY 1998.					

*Using Citizens Jail Committee Report

Pretrial Services has outstanding budget requests for funding in FY 2000 of approximately \$275,080 which includes three Pretrial Services Officers, a Deputy Chief Pretrial Officer, an Administrative Coordinator and \$90,000 in automobiles, equipment, and travel/training.

IV. Conclusion

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	10

Analysis of the budget request packages over the past two years, indicates that Pretrial Services is planning to implement the 15-year resource recommendations over 4 years or five years. If this is the case, then accompanying caseload increases are essential for justification. Data collection and analyses using FY 1997 as the baseline clearly indicate that overall the increase of IA candidates and defendants monitored is not as rigorous as predicted by the Citizens Jail Committee.

Even annualized, the fifteen-year projections applied to jail days saved, jail day savings, initial appearances/PSA interviews and defendants monitored exceed the actual numbers.

The defendant monitoring workload per person has decreased.

The number of initial appearances as well as PSA interviews decreased in FY99. This is due in part to the fact that in February 1999, Pretrial Services ceased interviewing arrestees charged with misdemeanor offenses with the exception of arrestees charged with assault, domestic violence, and DUI. A simplistic conclusion is that there is capacity within the department to have an interview rate at least equal to the number of arrestees interviewed in FY 1998.

The new bail matrix and electronic monitoring programs bring the need for on-going communication with the Criminal Bench to be assured they will be put into use. Each of these initiatives has been costly and in order to be maximized, they have to be understood by those outside the agency who essentially contribute to their success. The Deputy Chief Pretrial Officer for Planning and Development would have a great deal of responsibility to effect an appropriate level of understanding. The department has grown significantly both in budget and in staff and it makes organizational sense at this time to fill this position and an administrative coordinator position, particularly with the merging of what was formerly the Financial Review Unit with Planning and Development (see appendix A--organization chart).

Equipment items have been requested, including two automobiles, computers, fax machines, and office furniture. Funding for training has been requested as well.

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	11

V. Recommendation

It is recommended that funding be provided as follows:

Description	FY 1999-00			FY 2000-01 (Annualized)		
	Salary	Benefits	Total	Salary	Benefits	Total
Personnel						
1 Deputy Chief Pretrial Officer for Planning and Development	33,474	5,333	38,807	50,211	8,000	58,211
1 Administrative Coordinator II	15,614	3,371	18,985	23,421	4,229	27,650
1 Salary Adjustment of existing PSO III to PSO IV	5,200	571	5,771	7,800	857	8,657
Subtotal		\$	63,563		\$	94,518
Supplies and Services						
	Units	Unit Cost	Total	Unit	Unit Cost	Total
Telecom & FAX Monthly Charges	8	60	480	12	60	720
Gasoline for Cars	8	166	1,328	12	166	1,992
Maintenance on Cars	8	166	1,328	12	166	1,992
Subtotal		\$	3,136		\$	4,704
Capital (From detention fund)						
Fax Machine	1	1,200	1,200			0
Automobiles	2	20,000	40,000			0
Computers	2	2,000	4,000			0
Printer	1	1,250	1,250			0
Office Furniture	6	2,000	12,000			0
Office Partitions	20	N/A	5,125			0
Subtotal		\$	63,575			0
Total		\$	130,274		\$	99,222

Personnel:

This department has increased in size and budget considerably in two years and will continue to increase over the next several years if predictions hold true with increases in the Pretrial Services population. It is recommended that the Chief Pretrial Services Officer be allocated an additional Deputy Chief Pretrial Officer position and one Administrative Coordinator position. It is recommended that an existing PSO III be promoted to PSO IV to cover additional supervisory needs for the Jail Unit in conjunction with new IA Court Implementation. These personnel actions are to be effective November 1, 1999.

It is assumed that these two positions will round out the framework to ensure the department is operating continuously at a professional level. It is expected that this department will then be responsive to growth and change, rather than

Catalog number	91011
Date:	September 30, 1999
Subject:	Pretrial Services
Page:	12

reactive and that the resources will be on hand to provide useful information pertaining to performance measure development and evaluation as well as cost allocation studies to its decision-making constituents.

It is also recommended that the current, accelerated phasing in schedule used by Pretrial Services be modified to get into pace with what is realistically justifiable given the input measures.

Changes in judicial staffing and PSA procedures could have a significant impact on the department's workload and activity levels in the coming months. OMB will work with Pretrial Services to reassess PSA staffing if significant increases in workload occur. Specifically, it is recommended that no additional increases in staff or further increases in budget be approved until:

- a) the projected increases in input measures begin to equal increases to budget and personnel
- b) it can be shown that all 100 electronic monitors are utilized continuously for at least three months
- c) it can be shown that the new bail matrix is affecting input
- d) it can be shown that continuous IA court has affected workload in a greater way than anticipated
- e) a new premise is introduced to the mix that requires additional staff and can be justified quantitatively.